

**Extracts**  
**from**  
**EXECUTIVES FOR GOVERNMENT**  
**Central Issues of Federal Personnel Administration**  
**by Paul T. David and Ross Pollock**  
**The Brookings Institution**  
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**1. Contrasting Staffing Patterns**

**Career Staffing System**

- a. Recruitment for a life-time career, generally at a young age and prior to the acquisition of substantial work experience.**
- b. Selection standards that attempt to measure the long-range potential rather than the capacity for immediate, high production.**
- c. Appointment with career tenure.**
- d. An aim of developing personnel by training and assignment to equip them for future utilization.**

**Program Staffing System**

- a. Recruitment for specific jobs of persons who are already qualified by training and experience.**
- b. Selection standards primarily based on the specific job to be filled.**
- c. Appointment with job tenure.**
- d. Training primarily related to requirements of specific duties of the job.**

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e. Advancement on a competitive but orderly basis with the result that a substantially homogeneous group is maintained and a significant correlation between age and rank results.

f. Very limited if any appointments above the entrance level.

To the above list can be added:

g. A compensation and retirement plan based on the expectancy of a lifetime career.

h. Reliance upon motivation based upon loyalty to the organization and career aspiration.

e. Advancement on a job opportunity basis, with emphasis on job qualifications rather than service merit or seniority.

f. Appointments at all levels.

g. A compensation and retirement plan adapted to temporary employment.

h. Reliance upon motivation based on attachment to program objectives.

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(PPS NOTE: This last sentence might be said to apply also to transfers between major components of an agency...)

3. (In discussing the proposal for a Senior Civil Service of career executives in the Federal Government, this paper goes on to say - )...there has been considerable support for the following concepts, which underlie the proposal for a Senior Civil Service:
  - a. Career executives should be carefully selected and broadly trained through rotation of assignments and other developmental experiences, with recurring objective review of their qualifications as they advance in the service. Inbreeding and parochialism should be combated by all feasible means.
  - b. The most qualified career executives of the Federal civil service should so far as possible be available for service wherever in the executive branch they can be most useful.
  - c. At the executive level compensation should be based on the qualifications and prior service of the individual as much as on the position occupied at the moment. The same position may appropriately be occupied from time to time by individuals receiving different rates of compensation...

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#### 4. Agency Career Development Programs

...Actually there has been a fair amount of effective work throughout the government in providing developmental programs for promising employees at junior levels, spotty progress at the intermediate levels between grades GS-9 and GS-12, and relatively much less for the executives in Grade GS-13 and higher.

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Executives, like all men, respond positively to reasonable performance standards. Few federal agencies have stated in clear terms just what type of management performance they expect of their

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executives. This lack contrasts sharply with the positive standards set for military executives...

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Although it might not be possible to work out such a detailed system (of military career development and training at succeeding levels) for civilians, it would certainly seem desirable for federal organizations to state clearly the skills, knowledge, and abilities they expect executives to have. Such expectations could become a major spur to self-development by executives.

Performance standards are not self-executing. Each organization needs a communications system that reports to executives how well they live up to the expectations of top management...

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